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# Refugee Reports

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## REFUGEES FACE LOW-INCOME HOUSING SHORTAGES

To help their clients find and maintain affordable housing is emerging as one of the major challenges to refugee service providers in many parts of the United States.

In Massachusetts, which lately has had the largest increase in property values in the country, 76 percent of refugees responding to a survey said they had housing problems attributable to high rents, poor maintenance, or lack of safety, as reported in a January 1986 study by the Massachusetts Executive Office of Communities and Development.

Voluntary agencies responding to the survey estimated that 40 percent of staff time was devoted to locating housing for newly arrived refugees, resolving tenant-landlord disputes, and responding to housing crises, such as evictions, fires, and harassment. "For the most part," the study found, "housing issues faced by refugees are similar to those of most low-income persons: high rents, code violations, overcrowding, poor maintenance, and long waiting periods for subsidized housing."

However, the report identified other areas of particular concern to refugees: discrimination by landlords based on large family size, income source (public assistance), language and cultural differences, or national origin; harassment by neighbors--leading refugees to flee high crime areas and overcrowd in safer neighborhoods with higher rents; and refugees' reluctance, generally, to complain or even to ask landlords to do routine repairs for fear of eviction.

**Housing Tightest in Major Cities of the Northeast and California** The scope of the problem is not limited to Massachusetts or New England, although large urban areas seem to be harder hit than rural areas and smaller cities. In May and November 1985, the Refugee Service Center of the Center for Applied Linguistics published in its *Information Update* the results of two telephone surveys of more than 100 voluntary agencies, mutual assistance associations (MAAs), and English-as-a-second-language program administrators, asking about issues relating to refugee housing. Although specific housing problems varied by region, agencies from

## IN THIS ISSUE:

A shortage of housing, particularly for low- and middle-income people, is driving up rents and affecting refugees in many parts of the country. This month's feature examines a range of housing problems facing refugees and the efforts service providers are making to address them..1

- Update.....6
- Recent Developments

Impact of proposed FY 87 budget on refugee program unclear; INS Oakdale detention center to open; INS proposes to eliminate 72-hour notice before deportation; State Department issues human rights country reports.....8

- Projects and Programs

Groups help search for missing Cambodians.....13

- Resources.....15
- Statistics

FY 86 Refugee Arrivals by State of Resettlement and Country of Origin as of December 31, 1985.....16

Virginia to California reported overcrowding, high costs, and unsafe conditions.

At the same time, however, the survey revealed that other parts of the country, including most of the south, midwest, and northwest, seem to have plentiful, affordable housing. Housing was viewed as a major problem by two-thirds of Vietnamese and Cambodian MAAs, though Lao and Hmong respondents were far less critical of housing conditions and availability.

Increasing Portion of Refugee Budget Committed to Housing Meeting the cost of high rents is a source of constant worry to refugees and their sponsors in regions experiencing escalating property values. "With real estate prices soaring and a diminished supply of available housing, an increasing portion of the reception and placement budget goes to housing," according to Nicholas Montalto, executive director of the International Institute of Jersey City.

Unless private sponsors are involved or anchor relatives agree to take in family reunification cases, the costs involved after the 90-day period covered by the reception and placement grants are prohibitive. "It is rare to find an in-coming refugee who can afford security deposits, finder's fees, and the first month's rent, let alone maintain an apartment on their own after the 90-day period," said Alice Erikson, Massachusetts state refugee housing coordinator.

The trend toward higher rents is not limited to refugees, of course. Nationally the number and proportion of low-income households paying increased rent is rising. An April 1985 General Accounting Office study found that the number of low-income households paying more than 70 percent of their income for rent rose from 2 million in 1975 (21 percent of low-income renters) to 3.1 million in 1981 (25 percent) to 3.7 million in 1983 (30 percent).

Speculation and Gentrification Inflate Prices The shortage of medium and low income housing that has plagued major cities such as New York and Boston is now spilling into surrounding areas.

In Chelsea, just across the river from Boston, the Boston Globe reports that Hispanics and Southeast Asians alike have been receiving eviction notices to enable real estate developers to renovate apartment buildings for higher rents. And, in neighboring Revere, refugee service providers report that beachfront office buildings and condominiums are going up right next to the refugee-populated area that, until recently, has been considered a slum.

"Pretty soon a lot of people will be out on the street," said Roger Lier, New England regional coordinator of World Relief. "Refugees are charged exhorbitant rents, but can't move because of extremely low vacancy rates. One guy sleeps four hours a night, working two jobs, so he can feed his children and pay the rent." Lier expressed fear that the wild speculator's market in the area creates a situation "ripe for arson."

If the rising rents from gentrification don't force low-income renters out, landlords increasingly attempt to evict their low-income tenants to make room for more lucrative properties. This is evidenced by a 25 percent increase in 1984 New York City housing court cases involving landlords repossessing apartments.

Housing Squeeze Promotes "Doubling Up" In San Francisco, the conversion of low-income residential areas to high-rent apartments and condominiums and expanded office space is squeezing refugees from the corridor where many have been housed, according to refugee service providers. Landlords are able to circumvent rent control by buying new properties or developing existing ones and passing "improvement" costs on to the tenants in the form of higher rents.

As they do so, refugees are forced to move or "double up" to bring more income earners into a household. Such a strategy, though common among refugees throughout the country, violates health and housing codes in virtually every region. Housing codes often limit the occupancy of apartments to two persons per bedroom and require separate bedrooms for children of different sexes.

"If all the people doubling up abided by the housing codes," said Rosalind Smith, director of U.S. Catholic Conference Migration and Refugee Services in Arlington, Virginia, an area with a one to two percent vacancy rate, "we would have a minus five percent vacancy rate."

In Chicago, property values have risen in areas with high Southeast Asian refugee populations. Largely through the self-help efforts of the refugee community, the Argyle

Street area has been transformed from a crime-ridden slum to an area enjoying an economic revival. Ironically, the improvement of the neighborhood has caused tensions with the local population. "The local people see the presence of refugees as the reason for rents going up," said Trong Nguyen, case management coordinator of Travelers and Immigrants Aid.

Overcrowding Increases Refugees' Fears, Uncertainties The situation creates a climate of uncertainty for the refugees, who fear eviction, but see little alternative financially to overcrowded conditions. Service providers in several locations told Refugee Reports of illegal payments by refugees to landlords in return for closing their eyes to code violations involving overcrowding.

Refugee tenants are also hesitant to raise other safety violations with landlords or housing authorities for fear that their own over-occupancy will be discovered. "Refugees would rather move than take their landlords to court," said Fr. Daniel Trainor of the Indochinese Advocacy Project in Providence. "They're very passive to begin with and simply don't know the standards or have expectations that landlords are legally responsible for getting rid of vermin, making repairs, and providing heat and hot water."

Overcrowding Issue Used Against Refugees Overcrowding has been a primary reason cited by landlords seeking to evict refugee tenants. On Boston's Carroll Avenue, several voluntary agencies joined hands to rent apartments for Cambodian refugees in four buildings. The cluster project has been frustrated by the landlord's efforts to evict tenants after a combination of rent increases and fire in one of the buildings caused significant doubling up. The owner cites overcrowding as the reason for his action.

The original 52 Cambodian families in the buildings have been reduced to 20, while 16 apartments remain vacant. Twelve of the remaining families are threatened with eviction on the basis of overcrowding. Although the landlord hasn't said anything about converting the buildings into condominiums, "that looks to be the direction he's going," said a state official.

"Before the Cambodians came," said local Cambodian refugee leader Ratha Yem, "the area was rundown and the buildings destroyed." He recalled, "We changed the face of the community. We made property values rise."

Improvement of the community did not work to the benefit of the refugees, however, according to Yem. On the contrary, higher rents caused resentment among the neighbors. Commenting on the eviction effort, Yem said, "Overcrowding was not an issue until 1985. It was used as an issue to attack Cambodians because of jealousy that we had worked hard, succeeded, and were better tenants than our neighbors."

Yem is convinced that the fire that left 39 Cambodians homeless was arson; he points to a pattern of harassment and vandalism in the days prior to the fire to buttress his point. "Instead of trying to find the arsonist," he said, "the fire marshall blamed the Cambodians, saying they don't know how to care for their buildings."

Unsafe Conditions Put Tenants at Risk Overcrowding does result in genuine hazards, however, with tragic consequences. In January, a fire broke out in a Washington, D.C. house, resulting in nine deaths and seven injuries among the 17 people, mostly Salvadorans, living in the basement. The fire occurred in a neighborhood comprised of rundown houses converted into apartment buildings without regard for apartment fire safety codes. Crammed into these apartments are undocumented Central Americans.

"People are scared to death of deportation," said Isa Pucella of CARECEN, the Central American Refugee Center, "so landlords know they won't complain or go to the housing authority for fire and safety violations." Pucella cited specific cases of landlords threatening to turn tenants names into the Immigration and Naturalization Service in order to silence them.

Housing Codes Pose Moral Dilemma for Service Providers Social service agency personnel are put in a particularly awkward position with respect to code violations due to overcrowding. Many agencies see their clients as having no choice but to violate the housing codes.

"Social workers don't want to make the families homeless, nor does the county, nor do the landlords who continue to profit,"

said Barbara Nnoka, director of social service programs of the Arlington County chapter of the American Red Cross. She called it "an immoral, evil situation" and expressed hopelessness about the prospects for improvement short of unprecedented government intervention and commitment of money.

Nnoka said that because Southeast Asians in particular do not go to shelters for the homeless, but continue to go to each other when housing runs out, "the immediacy of their problem gets blunted for social service agencies and computer counters," and the problem continues to be given a low priority. "It is very frustrating when the other services provided for refugees such as job training and education are so excellent, that we have failed to provide housing," she said.

**Refugees Lack Access to Public and Subsidized Housing** Social service agency personnel find it increasingly difficult to gain access to public housing. "We don't even try to sign our clients up for public housing anymore," said Joan O'Donnell, coordinator of refugee resettlement for the Newark, New Jersey archdiocese of Catholic Community Services, citing a five-year waiting period. An Ton That, coordinator of resettlement services for the International Institute of Boston, said, "A refugee we registered today with the Boston Housing Authority would have to wait seven or eight years for an apartment."

Sources both in Massachusetts and New Jersey cited political patronage as a factor influencing public housing waiting lists to the detriment of refugees.

Subsidized housing also poses a dilemma for the refugee community. Although a low-income refugee may be able to qualify for a "section 8" housing certificate, finding a landlord willing to rent at the low rates stipulated by the government is difficult.

Wayne Luk, resettlement director for the Center for Southeast Asian Refugee Resettlement, a Hebrew Immigrant Aid Society (HIAS) affiliate in San Francisco, said also that most Southeast Asian refugee families are too large to qualify for section 8 housing, which requires two persons per bedroom and separation of male and female children. Finding such large apartments at the stipulated low rates is nearly impossible.

**Federal Cutbacks Shrink Availability of Subsidized and Public Housing** Under the Reagan administration, there has been a marked decline in federal support for low-income housing. A 1984 Urban Institute study, The Reagan Record: An Assessment of America's Changing Domestic Priorities, finds a shift in federal low-income housing priorities away from construction subsidies and public housing toward providing vouchers for housing in the existing private market.

Federal housing aid cuts have limited the number of program participants, as well as increasing the share of income a tenant must pay for housing, according to the Urban Institute. The number of newly assisted households has fallen from an average of 300,000 during 1976-80 to 100,000 during 1981-84, the Urban Institute estimates.

The Urban Institute also estimates about one million fewer households receiving housing aid and 300,000 more families living in substandard housing at the end of 1985 than there would have been had pre-1981 policies continued.

**Volag Intervention Smooths Tenant-Landlord Relations** In Jersey City, with less than a one percent vacancy rate and a continuing influx of New Yorkers looking for housing, refugee service providers are taking an active role in approaching property owner associations and landlords to "sell" their refugee clients. "We tell the landlords that these tenants will pay their rents on time and take good care of their apartments, and we promise to take an active role in helping to manage the tenant-landlord relationship and in seeing that properties are maintained properly," said Scott Wasmuth, resettlement coordinator for the International Institute.

Most service providers mentioned the importance of orienting newly arrived refugees, especially from rural backgrounds, about hygiene and safety standards. Proper garbage disposal, use of ovens and appliances, and supervision of children were frequently mentioned.

**Refugees Purchase and Rehabilitate Property** Service providers increasingly are exploring the possibility of purchasing property as a way to pool refugee resources and escape the snare of high rents.

In San Francisco, a number of agencies

joined together to form the Indochinese Housing Development Corporation, a private, nonprofit organization that bought and completely refurbished an 82-unit apartment building in the city's heavily refugee-populated Tenderloin district. Developed as a cooperative with active tenant involvement, the building offers decent and safe housing at one of the area's lowest rents for a well maintained property, according to Wayne Luk, who sits on the IHDC board. The cooperative uses rent payments for security and maintenance staff as well as for making mortgage payments.

Funding is a major obstacle to developing such buildings for sponsoring agencies. In fact, most service providers told Refugee Reports of their interest in pursuing such purchases, but typically cited a lack of funds to do so. IHDC raised funds from churches, foundations, the private sector, and the city.

Charles Rinker, who works as a consultant to tenant associations trying to finance the purchase and development of their buildings in the Northern Virginia area, said that when refugees are part of the tenant association, it sometimes makes financing more difficult, because they have more trouble than longer-term residents in establishing positive credit ratings.

**Banks Challenged to Provide Loans to Refugees** The Indochinese Advocacy Project in Providence, in a coalition with area tenant groups, is successfully challenging the underwriting criteria of area banks that tend to discriminate against refugees.

Making use of the Community Reinvestment Act (CRA), a 1977 U.S. law that requires financial institutions to serve the credit needs of the communities in which they are located, the group meets with area banks to make them aware of the special financial circumstances of the refugee community.

Ray Neirinckx, the lead organizer of the effort, said that the coalition of community groups has been working out an agreement with the Fleet National Bank on the basis of its CRA compliance, leading it to modify the qualification standards for granting mortgages to refugees.

"We are now more sensitive and aware of their needs," said Michael N. Keselica, Fleet vice president and head of the residential mortgage department. "Although, normally, frequent job changes are not looked upon well from the credit point of view, we agreed to take into consideration progressive changes, such as increased responsibility, increased pay, and second jobs." Keselica was quick to point out that the bank maintains its credit standards, while at the same time being more sensitive and creative in looking for alternative ways to determine credit.

The Fleet agreement, which is due to be signed at the end of February, will reduce minimum mortage amounts and commit funds for rehabilitation of abandoned buildings and for the purchase and renovation of multi-family units. The agreement also provides that Fleet will make more conscious efforts to market middle- and low-income loans in the community.

Although there are no civil penalties for failure to comply with CRA regulations to reinvest local deposits in banks' own neighborhoods, federal examiners do keep tabs on compliance. Neirinckx said that the opportune time for community groups to raise the compliance issue is when banks are in the process of acquiring new branches in the local area.

Access to the American homeowning mortgage system also involves educating refugees about the advantages of taking loans to finance home purchases. Wasmuth said he tries to convince his clients that they can get financial breaks by moving from the cash society with which they are familiar to the American system where they can take advantage of tax write-offs and other investment incentives.

**Refugees Organize to Challenge Slum Landlords** Although most people involved with low-income groups agree that cooperatives and other ownership schemes are the best ways to introduce stability and fairness to a neighborhood, many tenants are faced with the more immediate problems of dealing with absentee landlords who fail to provide basic services.

While most service providers note that refugees are reluctant to confront landlords, others relate instances where anger and frustration boil over.

The Cambodian Society of Rhode Island, however, channeled anger into an organized response to deplorable housing conditions. After a landlord's repeated refusal to

respond to 57 housing code violations, such as vermin, lack of heat, and poor plumbing, the Cambodian tenants of one building put their rent into an escrow account with the help of Rhode Island Legal Services.

The Cambodia Society then began managing the property itself, paying utility bills and making repairs. A suit filed in district court on behalf of the refugees is trying to force the city to start its own escrow account for the rent money, which in early February it announced it would do. "So far the city of Providence has done nothing for the neighborhood," said Guy Azza, technical advisor to the Cambodian Society of Rhode Island, "but we are still hoping that the city will force the owner to give up the property."

The responsiveness of landlords to tenant complaints, as well as related issues of rising rents, are factors of the law of supply and demand. In areas with available housing stock, rents remain stable and conditions satisfactory. However, in those areas with housing shortages, even measures such as rent control are either circumvented or simply force more apartments out of the rental market. "The only viable solution," said World Vision's Lier, "is the creation of more housing units."

# Update

° The review of 629 Cambodian cases at Khao I Dang, Thailand, rejected for U.S. resettlement has been completed. Meeting from November 19 to January 29, the review panel affirmed 562 of the rejections and reversed 59, a reversal rate of 9.4 percent. Eight cases were deferred for further processing. The review panel was composed of INS and State Department officials and a representative of the Joint Voluntary Agency in Bangkok.

The cases reviewed, about 20 percent of the entire denied case load at Khao I Dang, represented those for whom there was the greatest likelihood of finding mistakes in the original decision, according to INS. For the rest, officials say there is very little possibility that the denials were in error. There are no plans for a further review program at this time. However, INS officials said, if anyone has new evidence pertinent to a case, it should be directed to the officer-in-charge in Bangkok for review.

° In January, the Thai government agreed to allow the United States, Canada, and Australia to resume resettlement processing in Thailand's "humane deterrence" camps for Lao refugees. Processing began in February at Na Pho, which houses some 35,000 refugees, most of them lowland Lao, and at Chiang Kham, which houses over 11,000, almost all highlanders.

State Department sources said the numbers being processed are not high yet, but that there is considerable interest among the lowland Lao in resettlement to the United States. Interest in resettlement among Chiang Kham's Hmong remains low, but some observers have suggested that it may grow because of the camp's poor conditions.

The 41,000 refugees at Ban Vinai, mostly Hmong, continue to be eligible for resettlement interviews, but interest there is reportedly negligible.

The Lao refugees are now the largest remaining pool of refugees eligible for U.S. resettlement under current U.S. policies. Of 5,600 Southeast Asian refugees transferred in the first quarter of FY 86 to refugee processing centers for eventual U.S. resettlement, 2,838 were Lao.

° A U.S. Commission on Civil Rights study of violence, harassment, and intimidation of Asians and Americans of Asian descent is nearing completion. The report (See Refugee Reports, Vol. V, No. 19/20) will be submitted to the commissioners for approval once staff work is completed around the end of March. Publication of the final report is projected before the end of September. Commission staff feels it will be an important report, making clear that there is a problem of anti-Asian behavior in the United States and shedding light on the nature of the problem. The report's importance lies in the exhaustive evidence it presents and the attention the commission's concern will bring to the problem at a national level.

° In response to congressional concern, the U.S. General Accounting Office (GAO) has completed a review of State Department management and voluntary agency use of federal refugee resettlement funds. Comments have

been received from the State Department and voluntary agencies, and the GAO report is awaiting final internal approval.

According to GAO staff, the study found that most refugees are receiving the services required by the cooperative agreement between the State Department and voluntary agencies, but confusion about the goals of the refugee resettlement program remain.

The report will recommend that the State Department, with Congress, should clarify and restate those goals and develop measurable standards for evaluating voluntary agency performance. GAO staff said that because the cooperative agreement specifies that the ultimate goal of the refugee program is self-sufficiency and employment as the result of core services, a key question to resolve is whether the standard should involve employment within the 90 days agencies provide core services or as a longer-range objective. The report is expected to be issued in March.

° The Congressional Task Force on American Prisoners of War and Missing in Southeast Asia, chaired by Rep. Gerald Solomon (R-N.Y.), returned from a visit to Southeast Asia on February 18. While the main purpose of their trip was discussion of the MIA issue with Vietnamese officials in Hanoi, members of the delegation raised U.S. concerns about the Orderly Departure Program (ODP), Amerasians, and reeducation camp prisoners. Vietnamese officials expressed willingness to meet with U.S. representatives in March to discuss resumption of ODP interviewing. They reiterated their concern that reeducation prisoners, if released for U.S. resettlement, might engage in political activities against the government of Vietnam.

Flights continue to take Vietnamese already approved for ODP from Ho Chi Minh City to Bangkok. According to State Department sources, while enough people have been approved to fill flights for some time, all Amerasians for whom processing has been completed will have left Vietnam sometime in March. No further Amerasian departures will be possible unless ODP interviewing resumes.

° Interviewing for U.S. resettlement of the land Vietnamese at Site 2 in Thailand near the Cambodian border has begun, but no results are available yet.

° The independent panel appointed by Secretary of State George P. Shultz to review the Southeast Asian refugee situation is completing its work and is expected to deliver its report in March. The panel is headed by Robert Ray, former Iowa governor.

° Following two months of widespread popular protest against his government, Jean-Claude Duvalier, "president-for-life" of Haiti fled to France aboard a U.S. Air Force jet on February 17, ending his family's 28-year rule. The effect of Duvalier's demise on Haitians in the United States and on the flow of Haitians by boat from the Caribbean island nation remains unclear.

In September 1981, the United States began a program to interdict Haitians at sea; the U.S. Coast Guard stops and boards boats with Haitians aboard, an INS officer questions them, and, if they express no fear of persecution, they are returned to Port-au-Prince, Haiti. As of February 15, 6,806 Haitians have been interdicted, and none have been brought to the United States to pursue asylum claims. In 1985 alone, 3,558 Haitians were stopped; 122 were brought to the United States, mostly for medical reasons. Through February 15, 953 Haitians had been interdicted in 1986.

Reports from the Haitian communities in Miami and New York, as well as from Haitians in detention, suggest that people are interested in returning to Haiti, but are adopting a wait-and-see attitude because of concerns that the new government in Haiti is dominated by people active in the former Duvalier government.

° The Los Angeles City Council reversed its official "City of Sanctuary" declaration on February 7 by an 11 to 1 margin. The campaign to rescind the Nov. 27 council resolution was actively promoted by Harold Ezell, western regional commissioner of the Immigration and Naturalization Service, according to press reports, and included a petition drive for a ballot initiative to overturn the resolution. After rescinding the original resolution, the council unanimously passed a new, compromise resolution directing city employees to provide services without regard to a person's immigration status and urging passage of federal legislation for a temporary stay of deportation for Salvadorans in the United States. While

language declaring Los Angeles a "city of sanctuary" was dropped, the revised resolution added a new provision creating a task force to study the effects of undocumented aliens on Los Angeles and to recommend an immigration policy for the city.

° The U.S. Senate ratified the International Convention on the Prevention and Punishment of the Crime of Genocide on February 19, after a 37-year deadlock. The treaty declares genocide to be an international crime. The Senate's approval included a reservation allowing the United States to exempt itself from the jurisdiction of the World Court in cases stemming from the treaty.

# Recent Developments

**PROPOSED FY 87 BUDGET--GOOD NEWS, BAD NEWS, OR NO NEWS FOR REFUGEE PROGRAM**

The FY 87 budget proposal that President Reagan released on February 5 would have mixed effects on the U.S. refugee program. The State Department's refugee assistance program, which includes the resettlement budget, would be increased from FY 86 levels. But the Office of Refugee Resettlement would face substantial budget cuts.

However, congressional reaction has made it clear that there is little chance the president's budget will be accepted by Congress. Prospects for Congress agreeing on an alternative do not appear much greater.

The new Gramm-Rudman-Hollings deficit reduction law mandated automatic spending cuts if Congress and the president fail to agree on a budget which meets deficit targets specified in the law. While it is unclear how those cuts would affect specific programs, they have been a source of concern for those involved with the refugee program. They would almost certainly mean far greater reductions in the FY 87 refugee admissions ceiling than the level upon which the State Department's proposed budget is based.

The possibility of automatic cuts, too, has been thrown into doubt; on February 7, a panel of three federal judges unanimously declared unconstitutional the part of the Gramm-Rudman-Hollings law providing for the automatic cuts. That process will, though, remain in effect until the Supreme Court rules on the panel's decision.

State Department Refugee Budget Would Increase The administration proposes a FY 87 budget authority of $348 million for the State Department's refugee assistance program. The estimated FY 86 spending authority, after cuts provided by the Gramm-Rudman-Hollings law, is $324 million.

The $348 million level assumes FY 87 refugee admissions of 63,000. It also includes authority for assistance to refugees overseas, through international organizations, and related activities, including assistance to refugees immigrating to Israel.

The proposed FY 87 budget also includes $25 million to replenish the emergency refugee and migration assistance fund. The fund, which allows the president to provide assistance in unexpected emergency refugee situations, was largely spent in FY 85 in response to the African famine; there was no FY 86 authorization for the emergency fund. The FY 87 total for regular and emergency refugee assistance would be $373 million.

ORR Cuts Proposed for FY 86 and 87 For the Office of Refugee Resettlement, the administration proposes substantial FY 87 budget reductions from the FY 86 level. But it also proposes reductions in the current FY 86 appropriation. Congress appropriated $428 million for FY 86 refugee and entrant assistance in a continuing resolution.

For FY 86, in addition to an $18 million reduction--money sequestered in FY 86 as a result of the Gramm-Rudman law--the administration proposes rescinding $88 million from the FY 86 appropriation.

This reduction would be accomplished by curtailing or eliminating programs that the Department of Health and Human Services budget document states "were helpful in 1980 when the influx of refugees was very large and immediate but which are no longer necessary now that the flow of refugees is much smaller and relatively stable."

Specifically, the budget for state-administered programs, or social services, would be cut by $24 million, and targeted assistance and educational assistance for children would be eliminated.

The administration proposed eliminating authorization for targeted assistance in its FY 86 budget proposal, but the continuing

resolution maintained the appropriation for it. In proposing to rescind the appropriation for targeted assistance, the administration points out that existing grants are expected to last well into FY 87 so that no additional funding is necessary for FY 86.

Legislation Would Change Cash and Medical Assistance The FY 87 budget would continue to reflect the elimination of targeted assistance and educational assistance for children. Further reductions would be accomplished by changes in cash and medical assistance which would require legislation.

One legislative proposal would move financing for refugee cash and medical assistance from the Aid to Families with Dependent Children (AFDC) and Medicaid programs to the refugee program. This would actually add $109 million to the refugee assistance budget, an increase entirely offset by decreases in the AFDC and Medicaid accounts.

According to the administration's budget document, the change would put refugee cash and medical assistance in an account with eligibility rules "tailored to refugee circumstances. This will enable resettlement organizations to better meet the needs of the refugee population and encourage early self-sufficiency."

Reimbursements to States Would Be Reduced The second legislative proposal would limit to 18 months the period for which the federal government reimburses states fully for aid to refugees. States now receive full payment for cash and medical assistance to refugees during their first 36 months.

This change would reduce the FY 87 federal refugee assistance budget by $30 million without actually reducing benefits provided to refugees, according to the administration budget document. "States would pick up a greater share of the costs."

According to the HHS budget document, the change is "to further encourage states to take advantage of refugees' strong desire to work and to become independent financially." The proposed change is seen as part of a pattern of mounting pressure throughout the refugee program to achieve early employment for refugees.

Altogether then, the proposed FY 87 budget authority for refugee and entrant assistance is $374 million. The HHS budget notes that this is an increase of $52 million compared to the requested level for FY 86. The FY 86 request, however, includes $106 million in cuts--the Gramm-Rudman sequestration of $18 million plus the proposed rescission of $88 million--from the $428 million originally appropriated by Congress; the FY 87 proposal includes a $109 million increase which is actually a transfer from the AFDC and Medicaid accounts.

## INS OAKDALE DETENTION CENTER TO OPEN

Dedication of the new Immigration and Naturalization Service detention facility in Oakdale, Louisiana is scheduled for March 21. The facility will have 1,000 beds.

A class action suit challenging the denial of detainees' right to counsel, which the suit said would result inevitably from holding them in Oakdale, was dismissed in federal court in August 1985.

The suit was filed by a national class of current and future detainees, 16 attorneys, and 12 legal groups from Arizona, California, Texas, Louisiana, Florida, and New York. It held that legal counsel could not be provided for detained aliens in the remote location of the Oakdale facility, particularly for aliens with connections and perhaps legal representation already established elsewhere.

The suit was dismissed because the court held that the plaintiffs themselves could not claim to be injured, but were acting on behalf of others who might later be injured.

Availability of Legal Services Remains Issue According to Robert Schmidt of INS Detention Operations, legal assistance is already developing in Oakdale, and lawyers are making themselves available to provide pro bono counsel.

However, Arthur Helton, director of the Lawyers Committee for Human Rights Political Asylum Project, said that Oakdale has only five practicing lawyers and that a survey of lawyers in the area drew only two responses from lawyers willing to take immigration cases on a pro bono basis.

Helton said that the Louisiana Bar Association had studied the prospects for a pro bono project in regard to the Oakdale facility and had determined that it was not feasible. Adding that Oakdale is 200 miles

from Houston or New Orleans and an hour from each of three small cities, Helton said that any optimism about legal assistance for detainees at the new center is based on speculation that more lawyers may go there once it is open.

Oakdale Designed for Long-Term Detention
The Oakdale center will be jointly administered by INS and the Bureau of Prisons, which will be responsible for management of custody and programs, including food, health, and recreation.

The Oakdale facility is like other INS detention centers, but more modern and better suited for long-term detention, Schmidt said. The average length of detention has gone from 1.7 days to 10 days in recent years, and many aliens remain in detention for as long as three or four months, he added.

The population in INS detention is composed largely of aliens in exclusion proceedings and those in deportation proceedings who are deemed a bail risk or a danger to the community and, thus, are not released on bond. Aliens who have surrendered for deportation are included in the population detained by INS.

INS Detention Facilities Overcrowded The Oakdale facility will reach its capacity gradually and will include new detainees as well as detainees transferred from other locations.

Schmidt said the facility will relieve overcrowding in other INS centers and allow INS to reduce contracting with state and local jails, which is done on a costly per diem basis. In FY 85, 904 such jails were used for INS detentions, down from 1,100 in FY 84, according to Schmidt; the conditions in many of these jails, where INS detainees are held with the regular jail population, are often very difficult, he added.

Helton acknowledged that INS detention facilities are overcrowded, but sees Oakdale as a reflection of the policy which has caused the crowding. Helton called Oakdale, which will be the largest INS detention facility in the country, "the flagship of this administration's new commitment to detention as a deterrence measure, to encourage people, by imprisonment, to leave, or never come, to the United States." For asylum seekers, Helton said, this means returning to violence or possible persecution.

The administration's detention policy, Helton said, "is an expensive policy fiscally and humanly."

Center Will Hold Variety of Detainees
The Oakdale facility will house long- and short-term detainees whose cases are being processed there, as well as "room-and-board" cases waiting for appeals to be heard in various jurisdictions, Schmidt said. The facility will have courtrooms, immigration judges, and trial attorneys.

There is also a transient barracks for overight stays of aliens being taken from the northern or eastern states to the Mexican border for deportation or voluntary departure.

As a result of a measure passed by Congress in the October budget amendment, an additional section is being constructed at Oakdale to house some 300 Mariel Cuban convicted felons, Schmidt said. That section will not be ready until late 1986.

## INS PROPOSES RULE ELIMINATING 72-HOUR NOTICE TO ALIENS FACING DEPORTATION

Aliens facing deportation may lose the 72 hours of prior notice current policy gives them before surrendering for deportation.

A rule proposed by the Immigration and Naturalization Service (INS) would eliminate the requirement that the Service provide aliens under a final deportation order with notice to surrender for deportation 72 hours prior to their expulsion from the United States.

Citing a 1984 statistical study which found that 76 percent of aliens ordered to surrender for deportation fail to do so, "many of them after lengthy appellate procedures that had been resolved in favor of the service," INS announced the proposed change in the January 28 Federal Register. Under the proposed rule, INS would assume custody of the alien at the time a final deportation order is issued.

Once in custody, the alien would be held at least 72 hours before expulsion in order to ensure due process. When that time period is up, the alien would be removed from the United States without further notice.

**INS Says Aliens' Failure to Surrender Frustrates Administration of Laws** The INS announcement said the 72-hour advance notice rule was established in 1967 and was procedural, not substantive and not required by constitutional due process or statute. "A principal purpose of the rule was to permit aliens under a final order of deportation a reasonable period of time to arrange personal affairs before removal," the announcement states.

This consideration was overweighed by the evidence of failure to surrender for deportation, which "impedes the orderly and just administration of the immigration laws...and encourages disrespect for the immigration judges and appellate courts," according to the INS announcement. Ignoring the high number of absconders by continuing the present rule would be "both costly and ineffective," the announcement says.

**Proposal Raises Concerns** The INS announcement is somewhat inaccurate, according to Interpreter Releases, the immigration law weekly. While INS states that the 72-hour advance notice rule was published in 1967, the January 31 Interpreter Releases states that minor changes were made then, but the "requirement originated in 1961 in response to the embarrassment generated by the service's action in a number of cases in swooping down without notice upon aliens under final deportation orders and summarily deporting them."

Referring to the INS description of one of the present rule's principal purposes, Interpreter Releases states, "Seventy-two hours after entry of a final deportation order scarcely seems an adequate period of time in which to arrange personal affairs, especially where the alien has been in the United States for a long period and has acquired property and has formed close relationships here." It would be more accurate to say that the principal purpose of the notice requirement was to assure the alien of "a limited period of time in which he would have an opportunity, if he chose, to consult his attorney and initiate proceedings for judicial review of the final deportation order," the Interpreter Releases article adds.

Given the fact that very few aliens subject to final deportation orders take advantage of the opportunity to petition for judicial review within six months of the final order, Interpreter Releases concludes, "it is safe to predict that promulgation of the proposed rule as a final rule will have the effect of further curtailing the opportunity for judicial review."

Comments on the proposed rule must be received by INS by March 31, 1986, and should be submitted, in duplicate to the Director, Policy Directives and Instructions, Immigration and Naturalization Service, 425 I Street NW, Room 2011, Washington, D.C. 20536.

## STATE DEPARTMENT REPORTS ON HUMAN RIGHTS PRACTICES

The U.S. State Department released Country Reports on Human Rights Practices for 1985 in February. The 1,440-page report is a detailed survey of human rights practices throughout the world. Reports on each country include sections on the status of various rights, such as freedom from political killings, disappearances, torture, arbitrary arrests and detention, or denial of fair trials, free speech, peaceful assembly, and religious practice.

Of particular interest to monitors of refugee situations are sections on freedom of movement within a country, foreign travel, emigration, repatriation, and exile. The report also gives an account of U.S. bilateral and multilateral loans and grants to those countries receiving U.S. aid.

Below are excerpts from selected reports. All material is quoted directly.

**Afghanistan** Legal emigration is virtually impossible, but large numbers continue to seek refuge abroad. Families caught attempting to leave the country have been arrested, shot, or bombed by Soviet or regime aircraft patrolling Afghanistan's borders. (p. 1170)

**Cambodia** Death in captivity due to torture or other mistreatment is common, according to testimony of former prisoners.... In Vietnamese-controlled areas, forced labor is common. The Vietnamese and the Heng Samrin regime have systematically conscripted Khmer civilians from throughout Cambodia for work on military-related projects in or near combat areas along the Thai-Cambodian

border.... The Khmer Rouge also require labor from all individuals under their control and prevent them from leaving, either to return to areas controlled by the Vietnamese or to join the non-Communist Khmer resistance groups.... Only a few top Heng Samrin regime officials travel abroad. Other Khmer seeking to leave the country flee to the border to try to enter Thailand, and the Heng Samrin regime routinely imprisons those caught attempting to do so. (pp. 728-731)

El Salvador The continuing armed conflict has displaced an estimated 525,000 persons within El Salvador, primarily from the northern and eastern departments. The United Nations High Commissioner for Refugees lists another 35,654 Salvadorans as refugees outside El Salvador in Central America, with 20,000 in Honduras. An estimated 200,000 may be living in Mexico, and as many as 750,000 undocumented Salvadorans are in the United States. The Government, international organizations, and private voluntary organizations assist the internally displaced. The Government has imposed no control on emigration and has assisted amnesty beneficiaries who wish to emigrate after release. It also assists displaced persons and others wishing to return to El Salvador to reintegrate into society. (p. 527)

Ethiopia Ethiopia's record on human rights is deplorable, and 1985 saw no improvement.... In November 1984, the Government began a massive and forced resettlement of famine victims, especially from the northern regions to other parts of the country. To date, this program has involved the removal, transport, and resettlement of over 500,000 persons, and resettlement of one million more is planned. Many of these persons have been forcibly rounded up in their villages, at relief camps, and at feeding sites and confined under armed guard at "transit camps." From these camps, they have been transported by Soviet-supplied aircraft in extremely crowded conditions to airbases, usually near Addis Ababa, and then transported overland in trucks and buses under armed guard to resettlement sites. These sites are located in primitive wilderness areas totally lacking in basic health, sanitation, and other essential services. (pp. 103-107)

Iraq Iranian military deserters and civilians who fled to Iraq during the war have been detained and sometimes mistreated. Most of these people reportedly came to Iraq, after long and hazardous journeys through Kurdistan, in response to Iraqi propaganda promising good treatment and easy access to third countries. In response to the decrease in such Iraqi propaganda, the numbers of new arrivals at refugee camps have lessened. There have been frequent allegations that some have been shot or beaten with rubber hoses and metal cables. Some Iranian refugees reportedly have been coerced to collaborate with Iraqi propaganda despite the danger to family members in Iran. When, after many months, these emigres are designated "political refugees," their treatment improves and outside organizations gain access to them. (p. 1247)

Nicaragua During 1985, thousands more Nicaraguans left the country. The Governments of Honduras and Costa Rica estimate the number of Nicaraguans in those countries at around 200,000, with another 200,000-250,000 in the United States, Mexico, and other Latin American countries, although the number granted refugee status is considerably smaller. Continued fighting and conscription, military induction of men up to age 40 for reserve units, and deteriorating economic and political conditions generate large outflows to neighboring countries. Nicaraguans who have fled the country and then choose to return appear not to face penalties.... On March 10, 1985, President Daniel Ortega announced that the Government would begin new forced evacuation of thousands of peasants from the northern countryside. He then stated that 7,000 families would be affected. The head of the government social service agency later estimated that 50,000 people would be moved in 1985, as part of a program that could affect 200,000-250,000 people. (p. 632)

USSR Jewish emigration continued at severely restricted levels in 1985. The total for the year, 1,140, was up only slightly from 1984. Despite worldwide concern and condemnation, by year's end there was still no clear sign that Soviet authorities intended to increase the level of emigration. Many Jews have waited in vain for more than 10 years for permission to emigrate. Jewish

sources estimate that there are still more than 200,000 Jews who possess the letters of invitation (vyzovs) from Israel necessary for application to emigrate. (p. 1133)

How to Order the Report A limited number of copies of the report are available free of charge from the Documents Clerk, Senate Foreign Relations Committee, Rm. SD-423, Dirksen Building, Washington, DC 20510. When ordering from the Superintendent of Documents of the Government Printing Office, Washington, DC 20402, a payment of $22 is required. Refer to stock number 052-06081-6 when ordering.

# Projects and Programs

## GROUPS HELP SEARCH FOR MISSING CAMBODIANS

When Chea Sary (not his real name), with his wife and two children, crossed the border from Cambodia into Thailand in 1978, he lost all track of his mother and father. During the first year of his four-year stay at a Thai refugee camp, Sary learned that his father, a farmer, had died of starvation while imprisoned by the Khmer Rouge.

In 1982, Sary and his family resettled in the United States. The whereabouts and condition of his mother remained unknown to him. Though Sary received sporadic reports from friends still in Cambodia that his mother had entered Thailand, all news had dried up by January 1985, and he presumed his 66-year-old mother had died.

But four months later, through the work of a Quaker group, and the diligence of the International Red Cross tracing office in Bangkok, Sary's mother was found alive in Bang Phu refugee camp.

That she was found at all was extraordinary. The violence and chaos of Pol Pot's regime, which caused two million deaths, also forced four to five million Cambodians to become separated from someone in their family. By 1979, the maelstrom surrounding Cambodia's genocide had dispersed survivors throughout Cambodia, Southeast Asia, and North America.

Some, like the Sarys, languished in refugee camps, but were eventually able to come to the United States. The Sarys resettled in Pennsylvania with the sponsorship of the Wrightstown Friends Meeting who, together with Lutheran Family Services of Pennsylvania, had already resettled other Southeast Asian families.

Poster Developed and Sent to Thailand When word of Sary's search for his mother got around, the Wrightstown Friends formed a committee to take an active role in aiding him. A committee member who had recently seen the film, "The Killing Fields," called Sidney Schanberg, on whose story the movie was based, at his New York Times office. Schanberg's assistant, Fred Thompson, suggested the caller contact the International Rescue Committee.

According to Arthur Wallenstein, a member of the Wrightstown Friends committee, the call to IRC was of immeasurable value. Wallenstein said IRC was "most helpful" in guiding the committee toward specific refugee agencies in Thailand.

Next the committee developed the idea of producing a poster with a large color photograph of Sary's mother and a description of her last known location and destination. The idea came from a member who worked in prison administration. Recalling the effectiveness of prison "escape posters" in locating escaped convicts, he reasoned a similiar device might be useful in this situation.

On April 5, 1985, 100 posters were mailed to three offices in Bangkok identified by the IRC as being of potential assistance: the U.S. embassy; the UN Border Relief Operation; and the International Committee of the Red Cross (ICRC). IRC cautioned the committee that it could take one or two years before Sary's mother was located, if ever.

Mother Located in Bang Phu On May 8, the ICRC tracing office informed the Wrightstown Friends that Sary's mother had been found in Bang Phu camp.

The group barely had time to celebrate before new worries set in. Bang Phu closed in the summer of 1985, and most of its inhabitants were relocated to another camp on the Thai-Cambodian border, Site 2. After the move, the committee lost contact with Sary's mother again.

But late in the summer, she was spotted at Site 2 by a CARE worker who recognized her from one of the posters. Once again,

the ICRC confirmed her location.

Unfortunately, her troubles have not ended. Ill and frail, she still waits in Thailand, one of 230,000 Cambodians along the Thai border who are, for the most part, ineligible for resettlement interviews.

**Missing Relatives: A Legacy of Khmer Rouge Regime** The search for Sary's mother illustrates an enduring legacy of the Cambodian holocaust. As Rene Pan, a leader of Minneapolis/St Paul's 7,000-member Cambodian community, said, "Almost every Cambodian is missing a relative." She herself cannot find her husband, a former Cambodian minister of health.

The number of Cambodians who are still searching for relatives is difficult to assess. Barbara Williams of Church World Service's Indochina Processing Department said she receives few such requests and she couldn't remember the last time a request of this kind had come to her attention. And Robert DeVecchi, IRC director, said that although IRC received numerous requests from recently resettled Cambodians for help in locating relatives during 1981-1982, by now most had either established contact with their families or given up.

But two organizations with strong ties to Cambodian communities in the United States and abroad, the American National Red Cross and Khmer Health Advocates, Inc., continue to add to their lists of names and addresses of Cambodians who are either missing or looking for a relative. The two groups handle thousands of written requests annually, from those in the United States and abroad, who haven't quit searching.

**Red Cross Tracing Service Maintains Large Data Base** Cambodians who contact the American Red Cross's Tracing Service in Washington gain access to the largest data base of Cambodian names available in the United States. Nhu Van Vu, coordinator of the service, said that his office now has the names of 450,000 Southeast Asians and Ethiopians. Included are the names of 97 percent of the 145,000 Southeast Asians who arrived in the U.S. during 1975, and 60 percent of the 750,000 Southeast Asians admitted to the U.S. after 1975. He said his office currently receives between 30 and 50 "location requests" from Cambodians daily.

Requests can originate from any of the 3,000 local Red Cross chapters scattered throughout U.S. cities and towns, where 129,000 Cambodian refugees have resettled since 1975. They can come from Red Cross societies active in Thailand refugee camps, or from the ICRC office in Bangkok.

The Bangkok tracing office of the ICRC, the same one that located Sary's mother, handled location requests concerning 7,791 persons, mostly Cambodians, during 1984, according to ICRC's 1984 annual report. These requests came from refugee camps in Thailand and from abroad. The report notes that 173 Cambodians were reunited with family members inside camps or in the "frontier zone" during 1984.

**Name Confusion Common** According to Vu, the information most important to the Red Cross tracing service is a missing person's name, hometown, names of all relatives, and last known location. The widespread use of nicknames and variations in spellings of names by Cambodians make accurate cross-checking difficult, Vu said. The accuracy of Red Cross records also suffers because Cambodians in the United States often do not report to the Post Office when changing their address, Vu added; he urged all Cambodians to do so.

Despite these difficulties, Vu said his office is able to locate 29 percent of all refugees for which requests are filed, including Cambodians. He points out that this is a remarkable achievement considering that no records exist for the three to four million Cambodians who survived the Pol Pot years, but didn't leave Cambodia.

**Connecticut MAA Launches Family Search Effort.** A new project of the Khmer Health Advocates, a Cambodian mutual assistance association in Hartford, Connecticut, has also enjoyed some success in locating missing Cambodians, according to Mary Scully, project director. She said the Cambodia Family Search Project began when the MAA started receiving ten requests every month from Cambodian refugees in Thai camps.

Eventually, the MAA's newsletter, originally designed to convey health information, began to serve as a conduit for tracing news. Now the newsletter informs 2,000 readers of additions to the group's computer list of 5,000 Cambodian names and addresses. Five thousand more have contacted the group,

but their names still need to be added, Scully said.

Scully also cited confusion over names as being a major stumbling block to the prompt resolution of tracing requests. In Cambodia, brothers and sisters use nicknames, last names are changed at random, and there is wide variation in the spelling of common names, Scully said.

Nonetheless, the Family Search Project recently located six people, four of whom were thought by family to be dead, in refugee camps in Thailand, according to Scully. And every life found brings hope of reunification.

For further information about the programs described above, contact: Mary Scully, Khmer Health Advocates, Inc., Cambodia Family Search Project, P.O. Box 14703, Barry Square Office, Hartford, CT, 06114; Nhu Van Vu, Coordinator, American National Red Cross, 17th and D Sts., NW, Washington, DC, 20006; or Arthur Wallenstein, Wrightstown Friends Meeting, Box 163, Doylestown, PA, 18901.

# Resources

**HAITI: A COMPREHENSIVE EXAMINATION**

A collection of essays by 25 leading authorities on Haiti analyzes what the editors call that Caribbean nation's "abysmal underdevelopment."

The 404-page study includes a section on migration, as well as treatments of culture, language and education, rural development, politics, and economics.

Haiti--Today and Tomorrow: An Interdisciplinary Study is available for $17.75 paperback, or $30.00 hardback, from University Press of America, and can be ordered from local bookstores.

**STUDY FINDS ACHIEVEMENTS, BUT DISPARITIES AMONG ASIAN AMERICANS**

Today's Asian Americans are generally outperforming the U.S. white majority in the classroom and workplace, but the Vietnamese refugee segment of that population is still lagging behind the white population on all socioeconomic and educational scores, according to a new study by the Population Reference Bureau.

Although based primarily on data obtained on Asian Americans in the 1980 census, thus excluding refugees admitted under the 1980 Refugee Act, Asian Americans: Growth, Change, and Diversity also examined special surveys of Vietnamese refugees. Other Southeast Asian refugee groups were not included in the study.

The study confirmed the exceptional academic performance of Asian Americans, finding them to outperform every other U.S. ethnic group. All of the Asian-American groups, except the Vietnamese, had high school completion rates as high or higher than whites; 35 percent of adults were college graduates, compared to 17 percent of white adults.

Data from the 1980 census also reveal that Asian-American men and women, in almost all cases, have labor force participation rates as high or higher than white men and women. Unemployment rates for Asian Americans were found to be below the rates for whites, except for Vietnamese, whose unemployment rate of 8.6 percent was still substantially lower than the black rate of 11.8 percent.

"Asian Americans are not homogeneous and some groups still lag behind, particularly 'second-wave' Indochinese refugees arriving since 1978," said the report, "but with their strong family support and dedication to education and work, Asian Americans are likely to assimilate like other immigrant groups before them."

The 43-page report is available for $5.00 from the Population Reference Bureau, Inc., 2213 M St., NW, Washington, DC 20037. (202) 785-4664.

**REFUGEE BIBLIOGRAPHY AVAILABLE**

A supplementary bibliography for new materials received since December 1984 is now available from the Refugee Materials Center. Included are materials gathered by the Office of Refugee Resettlement relating to non-Southeast Asian refugee groups.

To obtain free single copies, contact the Refugee Materials Center, 324 E. 11th St., 9th Floor, Kansas City, MO 64106. (816) 374-2276.

# Statistics

FY 86 REFUGEE ARRIVALS* BY STATE OF RESETTLEMENT AND COUNTRY OF ORIGIN AS OF DECEMBER 31, 1985

| STATE | YTD FY 86 | STATE | YTD FY 86 |
|---|---|---|---|
| ALABAMA | 65 | NEW JERSEY | 185 |
| ALASKA | 12 | NEW MEXICO | 27 |
| ARIZONA | 165 | NEW YORK | 1,072 |
| ARKANSAS | 24 | NORTH CAROLINA | 181 |
| CALIFORNIA | 4,516 | NORTH DAKOTA | 20 |
| COLORADO | 173 | OHIO | 150 |
| CONNECTICUT | 140 | OKLAHOMA | 129 |
| DELAWARE | 3 | OREGON | 201 |
| DIST OF COLUMBIA | 92 | PENNSYLVANIA | 483 |
| FLORIDA | 291 | RHODE ISLAND | 118 |
| GEORGIA | 254 | SOUTH CAROLINA | 14 |
| HAWAII | 63 | SOUTH DAKOTA | 28 |
| IDAHO | 120 | TENNESSEE | 258 |
| ILLINOIS | 655 | TEXAS | 1,031 |
| INDIANA | 64 | UTAH | 189 |
| IOWA | 194 | VERMONT | 3 |
| KANSAS | 129 | VIRGINIA | 455 |
| KENTUCKY | 112 | WASHINGTON | 613 |
| LOUISIANA | 169 | WEST VIRGINIA | 3 |
| MAINE | 78 | WISCONSIN | 130 |
| MARYLAND | 224 | WYOMING | 9 |
| MASSACHUSETTS | 674 | AMERICAN SAMOA | 0 |
| MICHIGAN | 229 | GUAM | 0 |
| MINNESOTA | 449 | JOHNSON ATOLL | 0 |
| MISSISSIPPI | 69 | NO. MARIANNA ISLANDS | 0 |
| MISSOURI | 249 | MIDWAY ISLANDS | 0 |
| MONTANA | 10 | PUERTO RICO | 0 |
| NEBRASKA | 34 | TRUST TERRITORIES | 0 |
| NEVADA | 69 | VIRGIN ISLANDS | 0 |
| NEW HAMPSHIRE | 1 | WAKE ISLANDS | 0 |
| | | UNKNOWN | 0 |
| | | TOTAL YTD FY 86 | 14,626 |

| COUNTRY | BIRTHPLACE | CIT.* | COUNTRY | BIRTHPLACE | CIT.* |
|---|---|---|---|---|---|
| AFGHANISTAN | 646 | 620 | SOUTH AFRICA | 1 | 2 |
| ALBANIA | 6 | 5 | SYRIA | 4 | 8 |
| ANGOLA | 2 | 3 | TAIWAN | 13 | 0 |
| AUSTRIA | 1 | 0 | TANZANIA | 1 | 0 |
| BOTSWANA | 2 | 0 | THAILAND | 1,491 | 2 |
| BULGARIA | 21 | 20 | TURKEY | 2 | 6 |
| CAMBODIA | 3,351 | 4,612 | USSR | 201 | 184 |
| CHINA | 149 | 15 | VIETNAM | 5,056 | 5,281 |
| CUBA | 1 | 1 | YUGOSLAVIA | 2 | 1 |
| CHECHOSLOVAKIA | 290 | 287 | ZAIRE | 1 | 0 |
| ETHIOPIA | 153 | 150 | ZAMBIA | 1 | 0 |
| FRANCE | 2 | 0 | UNKNOWN | 0 | 237 |
| GERMANY (FED.REP.) | 9 | 1 | OTHER | 6 | 0 |
| GREECE | 2 | 0 | | | |
| HONG KONG | 26 | 0 | | | |
| HUNGARY | 125 | 127 | | | |
| INDONESIA | 49 | 0 | | | |
| IRAN | 704 | 667 | | | |
| IRAQ | 73 | 73 | | | |
| LAOS | 952 | 1,192 | | | |
| LEBANON | 2 | 0 | | | |
| LIBYA | 1 | 1 | | | |
| MALAWI | 4 | 4 | | | |
| MACAO | 1 | 0 | | | |
| MALAYSIA | 11 | 0 | | | |
| NAMIBIA | 4 | 4 | | | |
| PAKISTAN | 19 | 0 | | | |
| PHILIPPINES | 87 | 0 | | | |
| POLAND | 750 | 728 | | | |
| ROMANIA | 404 | 395 | | | |
| | | | TOTAL FOR YTD FY 86 | 14,626 | 14,626 |

* This report is based on documents from the Refugee (formerly ACVA) Data Center, ICM and other federal agencies available on the above date and may not include information on all refugees in the categories reported.
* Note: Children born in refugee camps are assigned citizenship of parents. Citizenship information is often lacking, especially for non-Southeast Asians.

SOURCE: U.S. Office of Refugee Resettlement.

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